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CONTINUING UNFAIRNESS MARKS HAITIANS' LIVES IN THE UNITED STATES, ADVOCATES SAY

Take a federal agency and a major newspaper. Have them disagree about a story linking a specific nationality group with AIDS. Include less publicized efforts to resolve the controversy. Be fearful that in the end, the real loser will be the group itself.

That summarizes what happened to Haitians in the United States, sources suggest, after the Center for Disease Control (CDC) and the New York Times differed this summer.

The dispute, they say, was merely the most recent example of unfairness toward Haitians, especially the 30,000 who arrived here in the early 1980s, and those who continue to leave Haiti.

Widely publicized federal interdiction and detention policies enforced since the beginning of this decade are cited as the major examples of the Haitians' mistreatment here. However, a highly unjust AIDS stigma and wrongful attempts to deny Haitians work are more recent and less known grievances, according to sources close to the community.

Federal officials, however, deny that they have made Haitians the exclusive targets of any policies.

In any event, voluntary repatriation does not appear a likely form of relief. Six months after Francois Duvalier's ouster, Haitians here are described as unsure about returning home. In fact, attempts to leave Haiti are increasing, according to the U.S. Coast Guard, which is now stopping twice as many Haitians off the Florida coast as it did last year.

AIDS Stigma Began for Haitians in 1982 The seed of the AIDS stigma which burdens Haitians was planted in 1982. That year, monitors at the CDC decided to cite Haitians as a separate "at risk" group; others, such as homosexual and bisexual males, and intravenous drug abusers were also designated.

According to officials, the decision reflected the fact that an unusually high number of Haitian boat arrivals--34 in five states--had contracted the illness by 1982. Thus, for the next three years, the CDC continued to link Haitians, as a group, with AIDS. Each time it did, it erred, CDC officials admit now.

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"It was unfair to do," CDC spokesman Charles Fallis recently told Refugee Reports. "They were just like anyone else."

Thus, more than a year ago, the agency shifted Haitian AIDS cases into a less specific "Other/unknown" grouping.

Although the CDC modified its monitoring, sources close to the community say the stigma remained. According to one private Miami economic developer, employers remain wary about hiring Haitians, partly because they have been publicly associated with AIDS. Meanwhile, Roger Biamby, director of the Haitian American Community Association of Dade County (HACAD), commenting on the prejudice Haitians encounter, says flatly: "Haitians are considered disease carriers."

Mistakes have led to more mistakes, too. This August, the CDC once again revised its reporting in several ways, including shunting Haitian AIDS cases into a heterosexual "transmission" category in which they predominate. According to a CDC memo, they have been placed there because Haitians come from a country where "heterosexual transmission is believed to play a major role" in the spread of the disease. Haiti is one of several countries which are considered to have an AIDS problem.

The revisions were made to bring greater clarity to the tracking system for AIDS, but only confusion seems to have resulted. For example, in July, the New York Times erred in reporting the CDC changes by saying that Haitians were to be returned to the earlier and wrongful "risk" category once reserved for them. "U.S. to Restore Haitians to List of High-Risk AIDS Groups," declared the headline to the Times story; its first paragraph spoke of the CDC "preparing to put Haitians back into a special risk classification."

The error prompted the United Haitian Association in Manhattan to demand an apology. David Jones, the national editor of the Times, eventually delivered one to the group, according to the New York based Amsterdam News.

But according to the News, the apology did not clear the air entirely. Reportedly, Jones, while conceding error, also maintained that the CDC's latest modifications have created a new category of risk which consists largely of Haitians. According to the News story, though, Don Barreth, a CDC official, denied Jones's allegation.

Advocates Say INS SAVE Program Discriminatory Against Haitians But concern for fairness has not sprung only from the murkiness of the Haitian-AIDS controversy. Haitian advocates in Florida have been battling alleged government discrimination as well.

Operation SAVE (Systematic Alien Verification for Entitlements) is an Immigration and Naturalization Service (INS) program which the agency describes as a guard against "the distribution of entitlements to ineligible aliens." SAVE gives states computerized access to immigration records, and, so far, six states have become participants; an amendment to S. 1200, the Senate-passed immigration reform bill, would make SAVE mandatory nationwide (See Recent Developments).

The INS says that the geographical and political diversity of the states participating in SAVE "speaks to the effectiveness of a program that balances fiscal responsibility with safeguards against discrimination."

But not everyone agrees. A coalition of advocates challenged SAVE in a suit filed this spring in Miami, charging that it hides a conspiracy by federal and state governments to force Haitians from the United States.

That allegation is based largely on the revocations of Haitian work permits which occurred in Florida after SAVE began there in 1984. Reportedly, the nullified authorizations resulted because the INS computer system indicated that Haitians do not have a permanent lawful resident status. Many are parolees who have pending status, and who, for years, have been allowed to work in the United States.

An estimated 600 to 2,000 Haitians who had been legally employed in the United States for years were left in a serious bind after they lost their permits. Revoked, they were ineligible for unemployment compensation, payment of which requires that an applicant be available for work. Consequently, according to Ray Greenwood, a lawyer for HACAD, many Haitians were unable "to pay their rent and feed their kids," and faced increased pressure to leave the United States because of their destitution.

INS officials contend that SAVE was not aimed at any one group, but advocates say the Haitians were virtually the only aliens affected. They point out that Cuban

entrants were not subjected to status checks because the United States already planned to make them permanent residents. However, HACAD legal advisor Greenwood charges that "Cubans were really spared because a massive Cuban community is here that influences the Reagan administration."

Earlier, in a May 8, 1986 letter to Attorney General Edwin Meese, Peter Rodino, chairman of the House Judiciary Committee, protested the SAVE program's revocation of Haitians, too.

"I am compelled to express my strongest sense of outrage and protest over the continued discrimination accorded nationals of Haiti by departments and agencies of this government, particularly, the Immigration Service," Rodino said. "I am also distressed over the apparent enforcement use by the Immigration Service of information obtained through the state verification procedure despite repeated assurances by the Service to the contrary."

For now, the Haitian side in the dispute appears to have won a victory, albeit a minor one. This summer, the INS began reinstating the Haitian work permits after it admitted failing to issue proper revocation notices; in any case, however, it has not conceded conspiring against Haitians.

"There was some problem in implementation, and we've agreed we were wrong," INS national spokesman Duke Austin says. Austin said later that the same people will not be subject to revocation once the procedure has been corrected. He added that the INS is resolute about SAVE, and believes it has strong support.

Conditions in Haiti Remain Unclear New questions of fairness have not entirely replaced old ones, however. Despite Duvalier's ouster, opinion remains divided on at least one major point--conditions in Haiti. Those conditions are critical to the Haitian community, especially because the U.S. government theoretically grants asylum only to persons fleeing persecution.

Between Duvalier's February 7 departure from Haiti and August 20, the U.S. Coast Guard halted and returned to Haiti 3,000 individuals, none of whom was found to be eligible for asylum by INS officers who ride Coast Guard patrols. That figure represents 36 percent of the more than 9,000 Haitians intercepted since the Reagan administration introduced a federal interdiction policy off the coast of Florida five years ago.

Haitians have been sent back to a country run by a National Governing Council (CNG) under the leadership of Lt. Gen. Henri Namphy, a career military officer. The Council took power in Haiti immediately after Duvalier's departure, and supporters say it has already spurred progress.

"There's a great deal of freedom," according to Myrtho Bonhomme, a press attache with the Haitian embassy in Washington, and former journalist with the opposition paper, Le Pepit Samedi Soir. Yet, embassy sources appear unable to explain why Haitians continue to leave Haiti in greater numbers than before.

Haitians Are Hesitant to Return Critics of the CNG describe Haitians here as leery about returning to their native country because the Council brims with Duvalier associates and has not been serious about reform. They also dismiss pleas to give the CNG time to get Haiti to improve conditions there.

"Council members have no government experience," Biamby alleges. Twice a visitor to Haiti since Duvalier fell, he terms Namphy "a military man untrained in administration." He adds, though, that a more basic reason keeps Haitians from returning--the need to survive. The average peasant in Haiti earns less than $100 annually, and the HACAD director says "people couldn't live" in Haiti without Haitians in the United States sending them money.

Those who find fault with the Haitian government are not beyond criticism themselves. For example, one private American expert on Haiti said detractors are not acknowledging improvements, such as the demise of a burdensome rural tax system. But he cautioned that other reforms are still needed. The list includes disarming military and former palace guard units and ridding the population of the debilitating mentality it acquired under Duvalier.

Federal officials, however, continue to deny that fear of persecution drives Haitian asylum seekers. They have long maintained that boats from Haiti carry "economic migrants" who are unworthy of refugee status, and they see the post-Duvalier interdictions as validation of their position. U.S. officials reject the

BOAT FLOWS FROM HAITI INCREASE

August saw an upsurge in Haitian boat flows. Reportedly, at least 28 percent of the approximately 3,400 Haitians stopped by the Coast Guard between January 1 and August 20 were halted last month.

The reason for the sharp increase is not clear. Some officials are at a loss to explain it; others speculate that the cause is favorable weather conditions. According to Duke Austin of INS, August and September have been "big months" for boat flows in previous years. He also said that May, June, and July were heavy months for interdictions in past years. But reports indicate that in June and July of this year, few interdictions occurred.

Sources have suggested that some of the Haitians currently being interdicted are fleeing immigration crackdowns in the Bahamas, which is just 50 miles from Haiti and has an estimated Haitian population of 40,000. Spurred by internal economic pressures, the Bahamas has previously resorted to "rounding-up" illegal Haitians in order to send them back to Haiti. However, a spokesperson for the Bahamian Embassy in Washington said there have been no recent crackdowns.

The chart below indicates the number of Haitians intercepted each year by the Coast Guard since interdiction started in October 1981.

Year	Interdictions
1981	64
1982	161
1983	685
1984	2,593
1985	2,348
1986	3,405*

* Interdictions through August 20. If the current 1986 rate of interdictions continues, more than 5,000 Haitians would be stopped this year, or more than a third the number who arrived in the U.S. by boat in 1980.

advocates' rebuttal that the dictatorial Duvalier regime devastated the country, forcing boat exoduses.

Fritz Longchamps, of the Washington Office on Haiti, is one of those frustrated by the U.S. position.

"The economic migrant argument is stupid," Longchamps says. "Extorting wealth was one example of the political terrorism in Haiti. It didn't happen by accident. It was well conceived by the Duvalier regime."

Haitian Asylum Approval Rate Called "Lowest of the Low" Haitians have been generally unsuccessful in their bids for asylum in the United States. Only four percent of the 1,349 cases presented to INS district directors during the first half of this decade were approved. Those cases represent individuals who are believed to have arrived in the United States from 1979 through 1981.

Meanwhile, nearly 7,000 Haitians "voluntarily" left the United States from 1981 through 1985, according to the INS. Reportedly, Haitians with dim asylum prospects have chosen voluntary departure over deportation in the past, since the latter carries a five-year bar to re-entry.

"Lowest of the low" is Arthur Helton's view of the Haitian asylum approval rate. The director of the Lawyers Committee For Human Rights' Political Asylum Project notes that the general rate runs as high as 25 percent, and even higher for persons from communist countries. But Austin says it is invalid to compare groups. "You can't do that," he contends, because they vary too widely in background.

Currently, legislation is pending that would give some Haitians status. S. 1200, the immigration reform bill approved by the Senate a year ago, would make permanent residents of Haitians who arrived in the United States before October 10, 1985. The House version of the bill, H.R. 3810, has a more generous cut-off date of January 1, 1982, but it has not been been voted on. No action has been taken with yet another measure introduced by Judiciary Chairman Rodino. That bill, H.R. 23, has the same deadline as H.R. 3810, but is strictly targeted at adjustment.

For years, advocates have been saying the Haitians' uncertain immigration status helps to make them an underclass and saps

them of confidence. "It hangs over them like the sword of Damocles waiting to drop," Rev. Thomas Wenski of the Haitian Community Center in Miami noted in a 1984 interview with Refugee Reports. Some strides have been made--Miami's Little Haiti is becoming more attractive to investors through a project of the Haitian Task Force, for example--but they are the exception (See Projects and Programs).

Local officials say solving matters is not simply a question of Haitians' giving up and getting out, either.

"Their children are being born and educated here," observes Eileen Maloney-Simon, assistant manager of Dade County, who notes that a Haitian birth occurred in Dade every six hours in 1984.

Indeed, social service costs have been high, and fear of increasing financial outlays has probably helped keep the federal interdiction policy in force. However, that policy has not been cheap, either. Two years ago, for example, in a Washington Post article, the U.S. Committee for Refugees conservatively estimated the cost of each apprehension under interdiction at $36,000.

However, even higher costs than those stemming from being wrongly linked with AIDS, or from being denied work or asylum are adding up, too. Basing his estimate on the stories of stopped boat people, Harold Boyce, the recently retired head of Coast Guard interdiction operations, said 8,000 Haitians have been lost at sea since 1981, victims of unseaworthy craft, smugglers, and weather.

"They are lost forever," Boyce said.

This article was written by Joseph Cerquone.

Update

The Reagan administration has proposed a refugee admissions ceiling of 70,000 for FY 87, according to a State Department official. This number includes a reserve of 4,000 slots for unanticipated emergency refugee admissions over the course of the year. This emergency reserve is unfunded, and would only be available after special consultation between the administration and Congress.

Regional ceilings include 32,000 for East Asia (first asylum) and 8,500 for the Orderly Departure Program in Vietnam; 10,000 for Eastern Europe and the Soviet Union; 8,000 for the Near East and South Asia; 4,000 for Latin America and the Caribbean; and 3,500 for Africa.

According to the State Department spokesman, these numbers will be presented to Congress in testimony by Secretary of State George Shultz before the Senate Immigration and Refugee Policy Subcommittee on September 16. The House is expected to hold its hearing later in the month.

° Vietnam has given the United States a list of 1,000 Amerasian children and 1,600 of their relatives, according to officials of the State Department and the Vietnamese mission to the United Nations. The list was exchanged as part of talks between U.S. and Vietnamese government officials in Hanoi on September 1.

According to a State Department official, the Orderly Departure Program (ODP) office in Bangkok is reviewing the names. Early analysis indicates, however, that "of the 2,600 total names, as many as 30 percent may already have departed Vietnam." the official said.

ODP, begun in 1979 to provide safe departure for Vietnamese seeking third-country resettlement, was suspended by Vietnam on January 1, 1986 (see Refugee Reports, Vol. VII, No. 1).

On August 28 and 29 in Hanoi the United States and Vietnam also discussed resuming ODP interviews. No agreement was reached. Further discussion of the issue may occur as part of general talks on humanitarian concerns "sometime during the November timeframe" when the two sides will probably meet in Geneva, the State Department official said. The United States and Vietnam have held Geneva meetings yearly since 1982.

° The Department of Housing and Urban Development (HUD) has postponed until September 30 the effective date for new rules that would prohibit access to HUD-related housing benefits to aliens who are not lawful residents of the United States (see Ref-

ugee Reports, Vol. VII, No. 5). According to a July 28 notice in the Federal Register, the deferral was made in response to a request by members of Congress following the passage of legislation in the House of Representatives that would permit undocumented aliens to continue to live in federally assisted housing if at least one member of the family is an American citizen or legal resident (see Refugee Reports, Vol. VII, No. 7). The Senate has not yet acted on the legislation.

In a related development, New York City filed a class action suit on August 6 against HUD challenging the new regulations. The suit claims that the regulations are unconstitutional because they force citizens and eligible aliens either to break up their families or forfeit their right to federally assisted housing.

° West Germany announced measures on August 27 to restrict entry of third world asylum seekers. Chancellor Helmut Kohl told a press conference that West Germany would require entry or transit visas for citizens from Lebanon, Syria, Pakistan, Ghana, and Bangladesh.

Kohl estimated that 100,000 asylum seekers would enter West Germany this year. He said that about 16 percent of them would eventually be granted asylum. Kohl said Germany would not turn away people who had a genuine right to political asylum.

Kohl was particularly critical of East Germany. Many of the asylum seekers enter East Germany through the state-owned Interflug airline, and then pass through Berlin. There have been no border controls on the western side of the Berlin wall.

Kohl also called for a unified European response towards asylum seekers.

° According to an announcement by Radio Hanoi, "Vietnam has decided to release or reduce the prison terms of those prisoners who have made good progress in re-education."

The amnesty applies to prisoners who have served two-fifths of their terms, or 12 years of a life sentence, the announcement said. In March 1985, according to Amnesty International, Vietnam reported that approximately 7,000 persons were in re-education camps.

Recent Developments

OBSERVERS IN THAILAND SEE DWINDLING ALTERNATIVES FOR REFUGEES

Several individuals involved in the U.S. refugee program recently returned from fact-finding missions to Thailand and reported that, while third-country resettlement opportunities continue to diminish, little headway has been made on efforts to find alternative durable solutions for the refugee situation in Thailand.

"The dilemma both for Thailand and the international community is that no workable solution has yet been developed to replace third-country resettlement," said Roger Winter, director of the US Committee for Refugees. "Voluntary repatriation is not a viable solution in the near term. Local integration doesn't seem to be either, at this time. Certainly, adequate resettlement must continue. But in the absence of political resolutions in the region, the great need is for international attention, creative thinking, and effort to be focused on the issues of long-term care and protection."

Refugee processing is available for many of the 87,000 highland and lowland Lao currently in refugee camps in Thailand, according to Winter, who made a 12-day tour of the Thai-Lao border in August. He said that the Thai government and the United Nations High Commissioner for Refugees (UNHCR) are also trying to promote voluntary repatriation as a viable alternative to resettlement. UNHCR reports that, since 1979, approximately 3,000 Laotians have participated in a UNHCR-sponsored voluntary repatriation program. Winter said the Thai government so far has been unwilling to discuss prospects for local integration of Laotians.

Voluntary repatriation and local integration seem even more remote as possibilities for the Vietnamese and Cambodians in Thailand, according to Jim Towey, legislative director and counsel for Sen. Mark Hatfield (R-Ore.). Towey, who recently made his second visit to Thailand in as many years, said that the 140,000 Cambodians and the more than 3,000 land Vietnamese in Site 2 camp on the Thai-Cambodian border are "still in subhuman living

conditions."

The situations of the Vietnamese and Cambodians in Thailand differ significantly in terms of their access to resettlement processing. Of the 10,000 land and boat Vietnamese in Thailand, better than 90 percent currently are available for refugee processing. Refugee processing is not available for any of the 260,000 Cambodians on the Thai-Cambodian border. Of the 25,000 Cambodians in Khao I Dang refugee camp, 4,300 are being processed for resettlement.

Mix of Resettlement and Repatriation Seen for Laotians During his trip to the Thai-Lao border, USCR director Winter visited more than 20 police stations and immigration posts between Nakhon Phanom and Chiang Rai, in order to study the border screening program implemented by the Thai government in July 1985. In this program, which is monitored and supported by UNHCR, Laotian arrivals are interviewed by Thai authorities and are either screened in as refugees or screened out as illegal immigrants.

Winter reported that UNHCR has five Thai lawyers on staff serving as monitors of the screening process. He said that UNHCR has indicated it has "a genuinely good opportunity to appeal negative decisions, and does win some number of them."

"The large problem," said Winter, "is not the validity of the screening process itself, but that a significant number of people are still being pushed back without actually getting to the screening." He said that the screening program was established last year in response to UNHCR and public protests that the Thai government, in early 1985, had increased both the frequency and severity of its periodic pushbacks of Laotian arrivals.

Winter concluded from his visit that "pushbacks are clearly continuing, and as long as they continue, the whole screening process is impeached." He referred to one incident on May 4, in which more than 200 Hmong reportedly were forced back across the border, where they were intercepted by Pathet Lao troops. Some sources say that seven of the Hmong leaders were taken aside and killed.

Winter said that highland Lao, and primarily the Hmong, are more frequently subjected to pushbacks than the lowlanders, although individual outposts seemed to exercise considerable autonomy in accepting or rejecting arrivals.

Another problem Winter noted was that "new arrivals who are screened out are being detained for long periods because the Lao authorities have not implemented their agreement to provide for an orderly and safe return."

Figures provided by UNHCR in Thailand indicate that, from July 1985 to July 1986, about 5,300 Laotians have entered the screening process, of whom 3,000 have been designated as refugees. Most of this group have been transferred to UNHCR camps. Decisions are still pending for 900 more, and about 1,400 have been screened out and are being detained, primarily at police stations in the towns of Nakhom Phanom and Nongkhai. Winter said that a new detention center is to be built to house this group in Nakhom Phanom.

The State Department reports that there are currently 30,000 lowland Lao in Na Pho camp, and an additional 57,000 highland Lao (primarily Hmong) in the two camps of Ban Vinai and Chiang Kham. So far in FY 1986, about 8,500 lowland Lao and 4,000 highlanders have been approved for resettlement in the United States.

State Department officials report that on July 22, the Thai Ministry of the Interior announced that refugee interviewing would cease in Chiang Kham and Na Pho by January 1, 1987. Eligible candidates for resettlement would be transported to Phanat Nikhom for processing after that time, the ministry announced. The Thai government removed restrictions on resettlement processing for the inhabitants of Chiang Kham and Na Pho in April 1986.

Winter expressed concern that the elimination of refugee processing in these camps would further reduce the international presence along the Thai-Lao border. Monitoring of that area by the U.S. Embassy is already "very inadequate" said Winter, given the continued pushbacks of Laotian asylum-seekers.

Processing Under Way for Land and Boat Vietnamese Refugee processing began in January 1986 for some 4,400 land Vietnamese who fled overland through Cambodia and were placed in Site 2 South, according to Jim Towey, who returned to the border in July to determine whether or not their situation

had improved. He found that "in relative terms, their situation is better than last year; in absolute terms, it is still a dangerous, demeaning existence."

Towey reported that the Vietnamese in Site 2 had been moved to a new southern location in the camp farther from the border fighting, and that their living conditions, including food, shelter, and sanitation, were "somewhat improved." He said that Sen. Hatfield had called upon the Thai government to move the entire population of land Vietnamese to a safer location, preferably to Phanat Nikhom.

As of May 1986, the Immigration and Naturalization Service (INS) reported that, in interviewing so far with the land Vietnamese, it had approved 1,700 people and rejected 270. The approved cases have been moved to Phanat Nikhom and to the refugee processing center in Bataan. More than 3,000 Vietnamese remain in Site 2 South. The State Department reports that land Vietnamese arrivals in Thailand have totalled 1,940 for the first ten months of FY 1986.

With the closing in April of Songkhla camp in southern Thailand and Sikhiu in the northeast, Vietnamese boat refugees in Thailand now reside only in Phanat Nikhom. Resettlement processing is in progress for the 5,500 Vietnamese in Phanat Nikhom who have moved from these two camps.

Susan Goodwillie, executive director of Refugees International, who visited Thailand for three weeks in July, reported that, despite the closing of Songkhla, UNHCR continues to maintain an office and staff in the South. Catholic Relief Services provides medical and counseling services to arrivals. Goodwillie said she was told by UNHCR officials that "most arrivals are transferred directly to Phanat Nikhom where they are made available immediately to resettlement countries for processing."

The State Department reports that, as of July 31, there were 3,460 boat arrivals in Thailand in FY 1986, primarily in the South.

No Durable Solutions in Sight for Cambodians "The mood in Khao I Dang right now is very depressed. Camp workers are seeing much more tension and family violence. Everyone feels like this is really the end," said Zdenka Seiner, assistant director for governmental relations for the Lutheran Immigration and Refugee Service, who visited the camp in August. She said that recent Thai announcements about closing Khao I Dang by the end of the year are being taken very seriously, both by the expatriate community and by the refugees themselves. UNHCR has estimated that 20,000 Cambodians will still be in Khao I Dang in December, at which time the Thai government has said they will be moved to the border.

Goodwillie said that number could be reduced to a few thousand if the United States and other resettlement countries make a concerted effort over the next few months to institute a final round of processing for everyone now in Khao I Dang. She was critical of the "disjointed, piece-by-piece fashion" in which the Cambodian refugee issue was being approached.

"We need to look at this as a whole," Goodwillie said. "First, we need to get the population in Khao I Dang down to a minimum. Then, if the rest are going to be moved to the border, they should still be provided with UNHCR protection, as should the other quarter-million Khmer on the border, the majority of whom are in Site 2, who may not have been given refugee status but certainly are in a refugee-like situation."

Of the more than 285,000 Cambodians in Thailand, only 25,000 are in the care of UNHCR. These 25,000 Cambodians, all of whom are residents of Khao I Dang, can be further divided into at least three distinct groups, based on their current processing status.

First are the 4,300 "family card holders" who arrived in Khao I Dang after February 1983 and before August 1984. This is the only group of Cambodians that the United States currently is processing for resettlement. State Department figures indicate that, as of August 27, INS had approved 1,041 people and rejected 572. Only priority categories P-1 through P-5 are currently being processed.

A second group of 7,100 "ration card holders," who arrived in Khao I Dang after August 1984, have not been made available for processing.

The third group consists of about 15,000 Khmer, all of whom have been rejected at one time or another by the United States, and in many cases by other countries as well (see Refugee Reports, Vol. VII, No. 7).

Some refugee processing of Cambodians needs to continue, said Goodwillie. In addition, the United States must make "a sincere and systematic effort to achieve family reunification through expedited immigration. The pieces are in place for this, but the commitment does not seem to be."

She also called for expanded education opportunities for those on the border, as well as elimination of black marketeering through the legalization of basic commerce, in order to improve the quality of life for those who are waiting for a chance to return home safely. "We need to recognize that the Cambodians may be facing a long, though temporary, stay."

As resettlement prospects dwindle, and other durable solutions still seem largely unworkable, the preservation of first asylum in Thailand may become even more of a challenge, according to those returning from site-visits. Said Seiner, "not everyone who enters Thailand is a refugee. And not everyone has a right to resettlement in the west. But everyone seeking asylum has a right to protection."

PROCESSING OF POLITICAL PRISONERS STARTS IN CUBA

Processing of certain groups of former Cuban political prisoners for resettlement in the United States has resumed after a delay caused by the suspension of the U.S.-Cuba immigration accord in May.

About 100 former prisoners are expected to be admitted to the United States as refugees, according to a source in the Immigration and Naturalization Service (INS).

On August 20, State Department, INS, and U.S. Catholic Conference (USCC) personnel went to Havana to begin processing.

The delegation will consider a list of prisoners with serious medical problems known as the "Bishops' List." In January 1985, the Roman Catholic Church presented Fidel Castro with a list of 146 names. He countered with a list of 75. The current Bishop's List has winnowed down to 56 names, as 19 of the former prisoners did not wish to come to the United States. USCC sources said that about 60 immediate family members might also be processed.

Others under consideration for processing are a group of 26 identified by explorer Jacques Cousteau, and the relatives of prisoners brought out by Rev. Jesse Jackson in June 1984. While the prisoners on the "Cousteau List" are being considered for refugee processing, people on the "Jackson List" are being considered for parole into the United States, rather than refugee processing, according to the USCC source.

The processing coincides with an announcement on August 22 of new measures approved by President Reagan to improve the U.S. embargo of Cuba. Among other actions, the proclamation prevents the issuance of preference immigrant visas to Cubans in third countries. The U.S. Interests Section in Havana terminated immigration visa processing after the immigration accord with Cuba was suspended in May 1985. However, Cubans had been obtaining visas by applying from countries other than Cuba. "This often involves the payment of bribes to Cuban and other officials, in an effort to circumvent U.S. policy," the proclamation said. Closing this loophole, the statement went on to say, would "prevent the Cuban Government from trafficking in human beings."

The announcement said that the new measures would not affect existing U.S. policy to assist long-term political prisoners to leave Cuba. "The United States will continue to facilitate their departure from Cuba and entry into the United States on humanitarian grounds," it said.

An earlier effort in July to resolve the breakdown of the immigration accord was unsuccessful. Michael G. Kozak, principal deputy legal advisor for the State Department, and the Cuban vice minister for foreign relations met July 8 and 9 in Mexico City, but were unable to reach an agreement for the resumption of normal immigration and the return of "excludable" Cubans from the Mariel Boatlift of 1980.

While the renewed processing of political prisoners is welcomed by the Cuban-American community, questions continue to be raised about restrictions on those under consideration.

"Only those prisoners who have been imprisoned at least ten years are considered for entry to the United States," said Frank Calzon, executive director of the Cuban American National Foundation. "I don't understand the basis for that policy."

"We hope that the United States is serious about going after loopholes in the

trade embargo," he said, "but we disagree with the notion of pressuring Castro by limiting visas."

MOVE TO MANDATE NATIONAL INS COMPUTER CHECK OF ALIENS STIRS CONTROVERSY

A joint hearing was held by two House subcommittees on August 6 to consider whether to require nationwide implementation of an INS computer program to verify the eligibility of aliens applying for various public entitlement benefits. The requirement is incorporated in section 121 of the Immigration Control and Legalization Amendments Act of 1985 (H.R. 3810), now pending in the House of Representatives.

The program, Systematic Alien Verification for Entitlements (SAVE), enables state agencies to conduct a computerized record check with the Immigration and Naturalization Service (INS) to determine whether applicants have legal immigration status entitling them to federal benefits.

The SAVE program is operating in California, Colorado, Florida, Illinois, Indiana, and Montana and has been tried experimentally in other states. H.R. 3810, as currently written, would make SAVE mandatory throughout the United States as of October 1, 1988 to verify the immigration status of persons applying for federal assistance under Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), unemployment compensation, Medicaid, food stamps, housing assistance, and federal student financial assistance programs.

The Senate version of the immigration reform bill (S. 1200), which was passed last September, included a floor amendment introduced by Sen. Paula Hawkins (R-Fla.) mandating nationwide implementation of SAVE. The amendment was opposed by both Senators Alan K. Simpson (R-Wyo.) and Edward M. Kennedy (D-Mass.), chairman and ranking minority member respectively of the Senate Subcommittee on Immigration and Refugee Policy.

Congress Expresses Doubts about Expansion of SAVE In the August 6 joint hearing, the House Subcommittee on Housing and Community Development and the House Select Committee on Aging reviewed the SAVE program as well as new Housing and Urban Development (HUD) regulations that would require verification for occupants of federally assisted housing (see Update).

At the hearing, Rep. Henry B. Gonzalez (D-Tex.), chairman of the Housing and Community Development Subcommittee, said that he would offer an amendment to the immigration reform bill allowing HUD to waive mandatory participation in SAVE. He said he would also offer an amendment to make the alien verification procedures of H.R. 3810 consistent with an earlier amendment to H.R. 1, the Housing and Community Development Act of 1980, that would allow federal housing benefits for those households in which at least one family member could verify legal status. This would avoid the break-up or eviction of "mixed households" in which, typically, undocumented alien parents may have American-born children who are citizens. The amendment to H.R. 1 would also exempt from verification occupants more than 61 years of age.

Other House subcommittees (Agriculture, Education and Labor, Energy and Commerce, and Ways and Means) have offered amendments to the immigration reform bill allowing the departments of Agriculture, Education, Labor, and Health and Human Services (HHS) to waive participation in SAVE if they think state agencies have comparable verification procedures or if they think costs would outweigh benefits. The four House subcommittees would also require a GAO study of the SAVE pilot programs before mandatory nationwide implementation.

The immigration reform bill now includes several amendments adopted by the full House Judiciary Committee that would eliminate restrictive definitions of the classes of aliens eligible for federal assistance programs; codify the practice of "presumptive release," so that aliens with unclear status would receive benefits pending a final determination of eligibility; require the availability of an administrative hearing for persons denied assistance; and prohibit the INS from using SAVE-generated data for enforcement purposes or in a discriminatory manner.

Testimony Raises Questions about SAVE Witnesses at the August 6 hearing raised a variety of questions about the SAVE program. Alicia Smith, staff director of the

Committee on Human Resources of the National Governor's Association, testified that the governors "have serious reservations about the imposition of a mandate that all states implement SAVE." She cited Census Bureau estimates that 80.8 percent of the undocumented alien population resides in five states. She said, "The mandatory verification system may become a costly undertaking for small states." She suggested that the costs of administering the program "could well exceed the benefits."

Smith pointed out that the INS data base uses "A" numbers to identify resident aliens, but that there are many aliens "under color of law" who do not have "A" numbers, including refugees, asylees, entrants, and people in immigration proceedings. Such people, she said, are eligible for federal entitlements. She said that ten percent of aliens referred to INS for further processing were eligible claimants, and "that a number of lawful permanent resident aliens were improperly denied unemployment compensation." (See lead story.)

Gaps in INS Computer System Alleged

Charles Kamasaki, speaking on behalf of the National Council of La Raza, testified about other gaps in the INS automated file system. He cited a sworn statement by the chief of the index system of the INS Office of Information Systems in 1985 that 6.2 million records have not been entered into the central index system and that the backlog is increasing. He also cited a New York Times report that the INS's effort to establish computerized files "appears likely to [be] set back for several years" because of a GAO finding of major improprieties in the INS equipment procurement contract that caused the INS to cancel it.

Kamasaki also questioned the cost effectiveness of the program. Citing statistics from SAVE pilot projects in Texas, New York, and Colorado, Kamasaki said, "extremely low savings have been the rule of recent SAVE pilot projects."

In Colorado, for example, which operated SAVE in all major entitlement programs in 1985, Kamasaki pointed out that only 17 ineligible aliens were identified for actual savings of $3,046. He found a net loss for the program by contrasting the reported savings with the $10,500 annual cost, excluding staff time, as reported by the Colorado Department of Social Services.

Monsignor Nicholas DiMarzio, executive director of Migration and Refugee Services of the U.S. Catholic Conference, suggested that one of the reasons for low cost savings was that undocumented aliens seldom apply for federal entitlement programs in the first place. He underscored this point by sharing the results of his own research concerning 1,800 undocumented aliens in the New York metropolitan area. His study found that "very few undocumented aliens took advantage of federally assisted income transfer programs."

Diane Dorius, counsel for the House Subcommittee on Housing and Community Development, told Refugee Reports that the INS had been invited to testify at the August 6 hearing. She said, however, that they did not send a representative to testify.

INS Responds to Criticisms Duke Austin, INS spokesman, told Refugee Reports that INS Commissioner Alan C. Nelson was out of town at the time of the hearing and that INS had been given insufficient time to prepare testimony.

Austin disputed the charge about a 6.2 million file backlog, saying the backlog was comprised of nonimmigrants such as students and visitors. He said that refugees are accorded full entitlement because of their legal status and that they would be identified as such by the computer. Asylees would be identified, but no decision would be made as to their eligibility.

"INS makes no decision about anybody," said Austin. States still make the final determination whether to grant a benefit or not. "The state may grant an entitlement anyway for humanitarian reasons," he said.

The INS stresses that aliens are not denied benefits solely based on the initial computer check. When the automated check cannot verify an alien's legal status, state agencies are directed to use a "secondary verification" form by mail. The INS then conducts a check of physical records.

Asked if SAVE would be used for enforcement, Austin said, "There is a potential for us to exercise our responsibility to remove those persons from the United States."

INS Maintains Program Would Save Money

Austin added that the costs of the program for states are minimal. "I don't see any

huge cost being put out by states," he said. "To participate, all you need to do is purchase a computer terminal to tie into our system."

He challenged the amount of staff time required to initiate secondary verification. "Licking an envelope is not labor intensive," he said.

Neville Cramer, INS senior special agent, who is the program coordinator for SAVE, told Refugee Reports that INS estimates a savings of $2.8 billion through SAVE.

He reached the estimate by dividing the $112 billion U.S. expenditures in "high risk" entitlement programs, such as food stamps, AFDC, and housing, by the estimated 2.5 percent of the U.S. population that INS considers to be undocumented.

Cramer added that, in addition to the actual "hits" where ineligible alien applicants are identified and denied benefits, a hidden cost savings is the deterrent value of SAVE. "We have found that when word gets out about SAVE many illegals do not apply in the first place."

In terms of actual savings, Cramer said that SAVE had indeed been cost effective in Colorado. In the unemployment compensation segment of the program alone, Cramer cited State of Colorado statistics indicating that it saved $141,660 in the first half of 1986, based on 49 denials. He estimated the cost for Colorado to be about $5,000 to $6,000 for the computer plus the cost of one employee.

Refugee Reports contacted the Colorado governor's office Colorado to resolve the discrepancy between INS and La Raza in figures given of SAVE costs and savings. The figures cited by La Raza referred to "actual savings" in 1985 for AFDC, food stamps, aid to needy disabled, and old age pension.

Ira Mehlman, assistant to the governor, estimated the "projected savings" for 1985--based on "average length of stay" for the particular benefit programs to have been $32,807. He added to that figure a projected 1985 savings in the labor and unemployment category of $260,604.

Mehlman's estimate for projected savings across the board for the two-and-one-half year period of the pilot project to have been $2.7 million at a cost of about $10,000 to set up the program and $25,000 per year to maintain it.

Projects and Programs

FORD FOUNDATION PROMOTES LOANS FOR REFUGEE BUSINESSES IN HAITIAN AND SOUTHEAST ASIAN COMMUNITIES

Haitian and Southeast Asian refugees in Miami, Portland, and San Francisco have improved their chances of starting or improving small businesses thanks to a program of revolving loans funded by the Ford Foundation.

"Many refugees would like to go into business," said Vu-Duc Vuong, executive director of the Center for Southeast Asian Refugee Development (CSEARR) in San Francisco, "but they have no credit history and request amounts too small for most banks." During a two-year period, Vuong met with program officers from the Ford Foundation to develop a proposal to help those refugees unable to gain access to standard sources of investment capital.

The Ford Foundation saw the loan program as an opportunity to create jobs in refugee communities and to increase these communities' sense of self-sufficiency. "As the refugee community has begun to get a toehold, they have begun to see the development of small businesses as a way to develop community strength," said Ellen Arrick, Ford Foundation program officer. She added, "It may be coincidental, but not surprising, that in addition to lending to businesses that create jobs, the tendency is to support businesses that otherwise serve their communities as well."

CSEARR announced its first two loans to refugee businesses under the program in April. A loan of $10,000 went to the Vientiane Market, a Laotian-American owned food store in the refugee-dense Tenderloin district. A Vietnamese-born fish dealer received the other loan for $20,000 from CSEARR, which was augmented by a $40,000 loan from the San Francisco Mayor's Office of Housing and Economic Development. "It is an ideal instance of cooperation between the public and private sectors," said Vuong.

Local Banks Participate in Portland Loans

The oldest of the three revolving loan programs, the Economic Development Project of the International Refugee Center of Oregon (IRCO), has succeeded in sparking the

interest of local commercial lenders in refugee business investment.

IRCO has succeeded in doubling the impact of the Ford Foundation's $500,000 grant through matching loans from local lenders. For the $211,500 in Ford money that has thus far been loaned, $281,500 in matching loans have been made by commercial banks in the Portland area.

Commercial lenders have been impressed by IRCO's success in tying loans to small business technical assistance. "We spend three to nine months 'grooming' our clients to get them ready to apply for the loan," said Eric Howard, director of IRCO's Economic Development Project. "From the moment we first approach the bank, we nurture the relationship." He added, "Then we monitor the businesses after the loans are made."

Refugees who apply for loans must be willing to sign a technical assistance service agreement; they agree to work with IRCO staff to develop a business plan and marketing studies. Refugees are expected to submit periodic financial statements and, of course, to pay back the loans.

Howard said that training offered by IRCO includes an eight-session classroom program on small business management. The workshops introduce refugees to U.S. business practices of bookkeeping, financial statements, credit and collections, business plans, advertising and pricing, business contracts and insurance, and taxes and government reports.

"This is not a giveaway by any means," said Weston Johnson, assistant vice president of the U.S. National Bank of Oregon's main office loan center. Johnson sits on the board of the Refugee Loan Fund that decides, independently of IRCO, whether loans should be approved.

How Loan Decisions Are Made Johnson said, "We make our decision on the basis of a traditional check-off: business experience, kind of business, market strategy, business location, whether he has followed his trade since leaving his home country, and whether he is receptive to counseling to acclimate him to the U.S. business climate."

Johnson acknowledged that by the usual standards of commercial lending, "we are not reviewing dazzling loan applications with financial strength." He said, "Virtually every applicant we've seen has not had much in the way of collateral support. We are dealing with people who arrived with virtually nothing. No personal assets. In many cases, not homeowners. A car is frequently the sum of their assets."

The bottom line for Johnson is whether the business has a fair chance of success. "The idea is to get the Ford money back into the community." The revolving loan program is designed so that new loans will be made with the money paid back by the borrowers.

"We will turn down loans if we think the borrower won't return the money or accept technical assistance," he said. Johnson observed that the Asian refugee culture considers financial information to be private and that some refugees resist keeping financial records. "But this is the cornerstone of American lending," he said. "If the refugee is not willing to manage his business according to this culture, it is a prescription for failure."

Has the program been successful? "No losses to date," said Johnson.

Howard said that the primary criterion IRCO looks for is job creation. They require that one refugee job be created per $15,000 of loan. Howard said that it was his impression that refugee-owned businesses are the largest employers of refugees.

Loans Boost Haitian Business Development

Haitian nationals in the United States have faced many obstacles to economic development. In most cases they lack clear legal status as refugees and come from one of the world's poorest countries.

Henri-Robert Lamothe, executive director of the Haitian Task Force, described the "Little Haiti" area where most newly arrived Haitians gravitated in the 1970s and early 1980s as an area in decay. Businesses had fled, and prostitution was rampant. It was common to find five adults in a one-bedroom apartment. Fearing deportation, Haitians would not seek social services. It was in this environment, Lamothe said, that many Haitians began to develop their entrepreneurial skills.

The Ford Foundation began with a pilot grant of $50,000 that was followed by another $450,000. The Haitian Task Force is now committed to making $150,000 in revolving loans available to area businesses per year.

The Haitian Task Force also provides technical assistance as part of its loan

and service package for Haitian borrowers. A workshop for more than 200 Haitian merchants was held in June with the Small Business Administration to provide orientation about laws, insurance, record keeping, accounting, and business expansion. Another workshop on import-export is scheduled for September 25.

In order to improve the chances that loans will go to businesses with good potential for survival, the Haitian Task Force has limited its loans to improvements of businesses that have been in existence for at least a year. These businesses have included a beauty salon, cleaning firm, grocery store, auto parts store, film processing firm, juice shop, and restaurant. The loans have also helped to retain 12 Haitian jobs and create 15 new jobs for Haitians, according to Lamothe.

The Task Force devotes much of its energy to helping find markets for the products and services of the Haitian enterprises. "To draw in the outside dollars," Lamothe said that he was trying to help businesses expand outside Little Haiti.

So far, nine loans have been extended. "All are paying on time every month. None are past due," said Lamothe.

Loans Contribute to Community Improvement Plans The loan program is but one aspect of the Haitian Task Force's strategy to develop an economic infrastructure for Little Haiti. "We realized that we needed a clean community in order for businesses to succeed," said Lamothe.

Provided with a $30,000 grant from the Miami Department of Community Development, the Haitian Task Force undertook a facade program to improve the appearance of the businesses along Little Haiti's commercial corridor. "We painted 27 buildings," said Lamothe, "and then discovered a ripple effect as non-Haitians started painting their buildings."

"The changes have been unbelievable," said Fred Fernandez, assistant director for community development in the Department of Community Development. "The whole area is changing. Although it is still a depressed area, lending institutions are seeing new businesses open here. They see hard work and dedication."

Fernandez sees great strides in the development of the Haitian community. "They are following the steps of the Cuban community," he said. "Only this time, they are learning faster because they have the benefit of the Cuban refugee experience."

Meetings and Conferences

° A conference on refugee health care organized by the Wisconsin Refugee Health Program will be held on September 29 and 30 at the Wisconsin Center of the University of Wisconsin in Madison. "The Next Decade: The 1986 Conference on Refugee Health Care Issues and Management" will focus on the development of new health care delivery systems for Southeast Asian refugees in light of federal funding cuts and the entry of refugees into the mainstream of American culture.

The conference fee is $90. To register, contact Sarah Aslakson, Continuing Medical Education, 465B WARF Building, 610 Walnut St., Madison, WI. (608) 263-2956. For further information, call Jim Enriquez (608) 266-3411.

° The Central California Forum on Refugee Affairs will sponsor a conference entitled "Refugees: A System Overload?" to be held on October 2 and 3 at the Hacienda Resort and Convention Center, 2550 W. Clinton, Fresno, California.

Workshops will address employment, health, education, criminal justice, mutual assistance associations, and social issues. The registration fee is $100. Please send checks to Karen Gillian, Central California Forum on Refugee Affairs, 5479 N. Fresno St., Suite 100, Fresno, CA 93710. For further information, call Nancy Germanetti, (209) 453-6164.

Resources

VIDEO DOCUMENTS HAITIAN BOAT PEOPLE

The story of persecution and flight of Haitian boat people emerges through artistic expression and interviews with refugees in Voyage of Dreams, a video produced and directed by Colis Davis and Raymond Cajuste.

The 30-minute, color documentary creates

a montage of images, testimonies, and music evoking the economic, political, and cultural background of Haitian boat voyages and their aftermaths.

Voyage of Dreams is available in video or 16 mm. for rental ($50) or purchase ($300 for the video; $425 for the film). To order, contact Cinema Guild, 1697 Broadway, New York, NY 10019. (212) 246-5522.

Also available from Cinema Guild are other documentaries on Haiti, including Bitter Cane, which examines exploitation in rural Haiti, and Haiti: Reason to Flee, a 27-minute video excerpted from the feature-length Bitter Cane, which focuses on the Haitian boat people and their reasons for fleeing their homeland.

NEWSLETTER KEEPS TABS ON HAITI

A quarterly newsletter is being published by the Washington Office on Haiti in an effort to provide current information about human rights conditions in Haiti and the status of Haitians in the United States.

The annual subscription for The Haiti Beat is $5.00 for individuals, $7.00 for institutions. Please send checks to the Washington Office on Haiti, 110 Maryland Ave., NE, Washington, DC 20002. (202) 543-7095.

BOOK ANALYZES HAITIAN MIGRATION

An analysis of the factors leading to Haitian migration has been written by Josh DeWind and David Kinley. The authors explore, in particular, the relationship of international development aid to the political economy and migration.

Aiding Migration: The Impact of International Development Assistance in Haiti is available, prepaid, for $17.25, plus $2.75 for postage, from Dr. Josh DeWind, Center for Social Sciences, Columbia University, New York, NY 10027.

BIBLIOGRAPHY ON HAITI AVAILABLE

A comprehensive collection of works concerned with Haiti including items in English and in Creole has been compiled by Prof. Robert Lawless for the Caribbean Migration Program of the University of Florida. The 146-page bibliography includes a wide range of subject headings, including migration, as well as an author index that is cross-referenced with the 1,475 published and unpublished items listed.

Single copies are available free of charge from the Center for Latin American Studies, 319 Grinter Hall, University of Florida, Gainesville, FL 32611. (904) 392-0375.

THE EXPERTS ASSESS HAITI

Twenty-five leading authorities on Haiti examine a broad range of economic, cultural, and political factors contributing to the country's under-development in Haiti--Today and Tomorrow: An Interdisciplinary Study.

An essay on migration, written by Alex Stepick, maintains that it requires "mental gymnastics...to maintain the myth of political, as opposed to economic emigration."

The author refuses to separate the political and economic spheres in Haiti. He said, "The peculiar political-economic structure of Duvalier's Haiti highlights the inadequacies of the distinction between political and economic interpretations of migration at the same time that it increases the suffering of some citizens and the rate of out-migration."

The 404-page volume, published by the University Press of America, is available from bookstores for $17.50 paperback, or $30 hardback.

HUMAN RIGHTS IN HAITI EXAMINED

Although dated by the fall of the Duvalier regime, an Americas Watch Committee report provides important documentation of human rights abuses in Haiti. The 34-page report, based upon a July 1985 Americas Watch mission, found systematic repression of the press, the Haitian intelligentsia, and the Church. It examines the "Political Parties Law" that severely restricted the right of political association.

Haiti: Human Rights under Hereditary Dictatorship is available for $4 from Americas Watch, 36 W. 44th St., New York, NY 10036.

ASYLUM CASES FILED WITH DISTRICT DIRECTORS
FY 86 AS OF JUNE 30, 1986

NATIONALITY*	Received to date	Granted to date	Denied to date	Pending, to date	NATIONALITY*	Received to date	Granted to date	Denied to date	Pending as of June 30, 1986
TOTAL	13,304	2,662	3,768	104,460					
AFGHANISTAN	147	40	48	100	LIBERIA	36	3	14	23
CHILE	18	5	2	32	LIBYA	83	30	15	58
CHINA (PEOPLE'S REP.)	28	13	6	26	MEXICO	11	0	7	10
CUBA**	1,451	108	598	92,830	NICARAGUA	5,044	770	509	4,888
CZECHOSLOVAKIA	40	15	8	30	PAKISTAN	54	0	20	51
EGYPT	25	0	14	20	PHILIPPINES	54	9	54	29
EL SALVADOR	1,736	43	577	1288	POLAND	729	319	264	333
ETHIOPIA	272	127	146	122	ROMANIA	146	101	38	57
GUATEMALA	368	2	124	254	SIERRA LEONE	0	0	0	32
HAITI	147	2	89	2,843	SOMALIA	58	11	34	33
HONDURAS	85	0	9	103	SOUTH AFRICA	35	8	20	29
HUNGARY	59	14	12	44	SRI LANKA	19	0	15	24
INDIA	91	0	44	52	SYRIA	77	34	32	61
IRAN	1,493	919	650	687	U.S.S.R.	27	20	9	13
IRAQ	44	7	28	32	UGANDA	28	6	35	29
ISRAEL	6	0	4	10	VENEZUELA	10	0	0	12
LAOS	12	2	5	30	YUGOSLAVIA	107	4	29	64
LEBANON	186	3	184	120					

* Nationalities with fewer than 10 applications pending are omitted from this chart, but are reflected in the total.

** Cuban asylum applicants who are adjusting to lawful permanent resident status under the Cuban Adjustment Act of 1966 appear as "cases otherwise closed" in this report.

Source: Immigration and Naturalization Service

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